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C O N F I D E N T I A L SECTION 01 OF 04 BAGHDAD 001898

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E.O. 12958: DECL: 06/04/2016  
TAGS: [PREL](#) [IZ](#)  
SUBJECT: IRAQ BEGINNING TO FOCUS ON PLANNING FOR  
RECONCILIATION AND CONSOLIDATING NATIONAL UNITY

Classified By: Ambassador Zalmay Khalilzad per 1.4 b and d.

[¶1.](#) (C) Ambassador conveyed to Prime Minister Maliki on June 5, the NSC-approved "Framework for Our Work with the New Iraqi Government/Three Track Effort" that lays out three tracks: Security and National Reconciliation; National Recovery; International Support. In para 2 below, is the text of the authoritative government of Iraq paper on Reconciliation, entitled "The Program of the Prime Minister to Consolidate National Unity," drafted by Iraqi National Security Adviser Muwaffaq Rubei. In para 3 below, is the text of a letter to the Prime Minister from Dr. Barham Salih, conveying his "Ideas and Proposals for the National Reconciliation and Dialogue Initiative." Covered septel is report of the MCNS approval of the Baghdad Security Plan.

[¶2.](#) (SBU) Text of Prime Minister's Program to Consolidate National Unity.

BEGIN TEXT:

- [¶1.](#) The formation of the "Iraqi Committee for Consolidating National Unity"
- [¶A.](#) The Iraqi Committee for Consolidating National Unity must consist of different ministerial commissions.
- [¶B.](#) A work team shall be formed to assist the committee in considering the topics, coordinate meetings, develop initiatives and prepare policies and draft laws in order to be submitted before the Council of Representatives.
- [¶C.](#) Coordinating activities between the Iraqi Government and the MNF-I.
- [¶2.](#) Meeting and debating with the political, religious, cultural and tribal leaderships
- [¶A.](#) To declare their support and allegiance to the Government and the Iraqi people.
- [¶B.](#) To renounce sectarian violence.
- [¶C.](#) To announce restricting illegal armed groups.
- [¶D.](#) To call for consolidating national unity and reconciliation between Iraqis.
- [¶3.](#) Enforcing and implementing Anti-Terrorism Law.
- [¶4.](#) Enforcing the applicable laws regarding restricting carrying of weapons.
- [¶5.](#) Renew the Iraqi judicial system in order to protect private rights and ownership and the ability of calling the violators to account.
- [¶A.](#) Increasing the number of judges to carry through files that are presented to the Iraqi criminal courts.
- [¶B.](#) To make sure that justice is administered by the courts in accordance with the law.
- [¶6.](#) "Introduce a national program for reconciliation and to

bring the views closer as well as to create confidence among all the components of the Iraqi society" - quoted from Prime Minister's Speech on May 21, 2006

- a. To start working with a Program for a General Amnesty for former militiamen.
- b. Establish a commission composed of the different components of the Iraqi people in order to find and disclose the facts of what happened during the previous regime.
- c. The commission shall be headed by figures that have a high national reputation and credibility
- d. Rehabilitate and reintegrate the detainees in Iraqi society
- e. Review and study the current laws and regulations related to De-Baathification and the part related to the members of the former regime who have not committed crimes
- f. To hold consultation concerning a political agreement to end the skirmishes and hostility between the militants and the Iraqi Government.

¶7. The National Reconciliation Program

- ¶A. To draft and support bills to be presented to the Council of Representatives regarding disarmament, discharge and reintegration program for the militias (DDR).
- ¶B. Naming armed organizations eligible for applying disarmament, discharge and reintegration (DDR).
- ¶C. To provide incentives to former militiamen.
- ¶D. To utilize the US aid programs and the reconstruction team program as well as other programs for the purpose of creating learning and training opportunities and working for the short and medium terms.

¶8. To form a committee for the donor states conference:

- ¶A. To provide incentives for economic and investment growth in Iraq.

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- ¶B. To make available workers to assist DDR program that is run internationally.
- ¶C. To request international aid for supporting study and work programs.

¶9. Establishment of an information policy to gain and maintain the support of the Iraqi people.

- ¶A. Emphasizing support for national unity during the Arab League conference intended to be held in Baghdad on 6-20-2006.
  - ¶B. Publishing information showing Al-Qaeda's attempts to widen the sectarian division.
  - ¶C. Publishing information showing the illegal actions of the armed organizations and its total disregard for law and the safety of citizens.
  - D- Publishing information about the success of the Iraqi security forces in confronting illegal acts.
- END TEXT.

¶13. (SBU) The following is the text of a letter from Deputy Prime Minister Barham Salih to Prime Minister al-Maliki.

BEGIN TEXT:

Dear Abu Israa',

Subject/ Ideas and Proposals for the National reconciliation and Dialogue Initiative

Referring to our previous discussion and based on your request, I present to you a set of ideas and proposals which maybe useful and fruitful for your coming initiative on dialogue and reconciliation:

It is possible to say that the current situation is quite appropriate for introducing a necessary daring initiative for restoring the cohesion of Iraqi society's fabric and national unity by the new government for a on national accord and national reconciliation, which the majority of Iraqis desire it to be a true, steady and permanent reconciliation. Most

importantly, what makes this initiative necessary and possible to achieve is that the current government, despite its sectarianism and other charges directed against it, is the most expressive government of the diversity of Iraqi society and the largest representative of the Iraqi people's components and their political powers in comparison with the former governments that followed the fall of dictatorship in April 2003.

In my opinion, your Excellency is the most suitable person for releasing such initiative, not only because of your Constitutional position, but also for your well-known political background. Shiites, Kurds cannot accuse you of laxity and bargaining with enemies of the political process. You were in the front to confront the remaining of the former regime and terrorists. I have no doubt that the Arab Sunnis, at least partly for this political background, will take your initiative more seriously if it is introduced from others.

The initiative must aim at a radical solution (for the political and security crisis) that Iraq is passing through. This is an ambitious target can be achieved!

There are many measures and steps that the new government must decide and apply or decide in order to win the confidence of the other powers and the Iraqi parties, whether they are the ones that have joined recently the political process and participated in the government and the Parliament (Accord Front and Dialogue Front) or parties that are still hesitant or reluctant to participate in such process, or have reservation regarding such participation (Muslim Scholars Association and others who still carry weapons). The most important measures and steps are:

- To issue a general pardon of the detainees who were not found guilty of terrorist crimes and acts. Adopting this step will reassure thousands of children of Iraqi families as well as help to make some of them more neutral, if not winning some others to the side that is exerting efforts for establishing security and stability. It is also extremely necessary to follow up the application of the resulting measures of the pardon decision in expediting taking such measures. There is a law for pardon issued at the time of the interim government, which can be reconsidered and conditioned for the current situation.

- The initiative must include measures that prohibit violations of the detainee rights, embark on reforms of the Iraqi prisons and punish the officials who commit crimes of torture crimes and ill-treatment of prisoners. I think it is

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necessary to allow the International Committee for Red Cross and the sound International Human Rights Organizations to inspect and monitor Iraqi prisons. This is a protection for the Iraqi human rights; however it is at the same time a protection for the government! Reports on the condition of prisons are grave and worrying. We should deal with this file seriously and sternly.

- The discussion with the Command of the MNF-I for putting in place mechanisms that prevent the violation of Iraqi civilians rights during military operations.

- To review the De-Baathification Commission especially that there are several initial agreements on this issue between different sides participating in the new government. The Commission itself has useful amendments on its law and. The Commission should be subject to the law and the judicature, and it should not continue to have a pure political character. The work of the Commission and its mechanisms should also be free of the ways of reprisal and vengeance and to purify it from all that hinders its work. In the end this matter is up to the Council of Representatives. But, it is necessary for the government to have a supporting position for such revision as a part of reconciliation and

dialogue.

- To solve the problems of the increasing numbers of the employees of the dissolved entities, especially problems of cost of living and economics. In this regard, it is known that there have been decisions since the time of the "Governing Council", but they have not been applied or activated yet. These decisions included, for example, the classification of those employees for reinstatement, transfer or retirement for those who deserve.

- More rational political messages by the political powers that are active in the new government and by the government itself to restore confidence among the different parties and to reassure the parties that are hesitating towards peaceful participation in the political process.

- To implement constitutional and legal legitimacy ways in solving the problems of the country, to address the liquidations campaigns and to exert more extraordinary efforts by the government to control this dangerous phenomena via controlling the security and military apparatuses. Such procedures and approaches must dismiss the pretexts and allegations circulated by some that there is a governmental policy aiming at sectarian, ethnic and political liquidations of adversaries. The continuity of liquidations foils any serious political attempt for national reconciliation. We are obliged as a government in charge of the affairs of the country to take practical and serious measures for combating death squads and mafias, some of which unfortunately are under the protection of political powers in the government. In the same context, all other powers participating with us in the government should have an explicit and clear positions towards the terrorist and Saddamists.

- To take procedures that lead to a rapid restoration of the vital services, especially in the areas damaged due to military clashes and confrontations. There is a need to pay attention to the subject of compensation for damages. In this regard, there is a group of the decisions by the government related to services and compensations, but they are in need to be activated and implemented.

- Supporting the Cairo Conference for National Accord the second session of which is scheduled on June 22, 2006. There is a need also to activate the preparatory committees that emerged from the said conference. Thus, it is helpful and necessary to coordinate with the United Nations because this international organization is currently busy with launching a peace initiative in Baghdad.

- A balanced regional, Arab and Islamic move by the government in order to acquaint the governments of the countries of the region with what is going on in Iraq and gain their support for the national accord process, specially that most of these governments have various relationships with the opposing and armed parties in Iraq and that some of them offer a significant support to opponents and terrorists.

- The withdrawal of the foreign forces from Iraq is a significant, sensitive and controversial issue among parties which are the target for national agreement and reconciliation. Thus, the new government is in need of some of flexibility or a political move with regard to its position in this respect. It may be completely appropriate for the government initiative of national reconciliation to

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include a call for (the withdrawal of the foreign military forces concurrently with enabling the Iraqi Government to receive the security file and demonstrating ability to tackle it effectively). Such a practical position is regarded as a compromise between those who call for a prompt withdrawal or setting a timetable and the positions which do not want to discuss this sensitive and important issue. In the Cairo first Conference, the Muslims Scholars Association retracted

from their position and their demand for the immediate withdrawal of foreign forces to demanding (to put a timetable for withdrawal), therefore the government initiative on the issue of the foreign forces will give those and also other militants who reject the presence of foreign forces, political guarantees and a proper opportunity to give-and-take before their people and bases and will give them a space to maneuver before these people. Perhaps it will drive them to show the needed flexibility and will positively engage with the national reconciliation initiative. In this context, it is possible to announce a plan prepared by the coalition to hand over the security tasks to the Iraq forces for the rest of the current year.

- The new government initiative could confirm its commitment to all the previous agreements related to amending the constitution. Such assurances will comfort the others and will give the government and the Council of Representatives sufficient time to study this important subject under more positive circumstances. This subject is one of the controversial subjects among the different parties and factions. Emphasis should be placed on dealing with these controversies by way of agreed upon legitimate and constitutional means and mechanisms.

- While the initiative aims at solving the violence problem in the (hot areas), we should not forget or ignore the victims of Saddam regime and the terrorist and it is necessary to activate the decision and institutions that aim at helping the victims of the previous regime, compensate them and to provide the capabilities to improve the living and service conditions in the deprived areas.

- I see the need to declare this initiative before the accord convention, and that the initiative should come from you not after the declaration of the request (and conditions) from other parties.

With my best regards.

END TEXT.  
KHALILZAD